

VI. GREATER AVENUES FOR INDEPENDENCE (GAIN)

The Greater Avenues for Independence (GAIN) program was to provide the education, training and job services necessary to assist recipients of Aid to Families with Dependent Children (AFDC) to obtain employment and end their dependence on public aid. This was accomplished through various services including job search assistance, employability assessment, and referrals to education and other individually selected employment and training programs, including work experience and on-the-job training.

GAIN was California's implementation of the federal Job Opportunity and Basic Skills (JOBS) training program. In December 1996, the Temporary Assistance to Needy Families (TANF) program, which replaced the Aid to Families with Dependent Children, Emergency Assistance and JOBS training programs, went into effect in California. On January 1, 1998, the California Work Opportunity and Responsibility to Kids (CalWORKs) program implemented TANF in California.

With the implementation of the new CalWORKs program, California has significantly changed its welfare program. Under the GAIN program a relatively small percentage of the welfare population was required to participate as a condition of eligibility to receive cash payments. The CalWORKs program mandates that all able-bodied recipients participate. In welfare-to-work activities, CalWORKs imposes strict work participation requirements and time limits on the receipt of aid. Participants are required to actively be involved in welfare-to-work activities for a minimum number of hours and work towards self-sufficiency. CalWORKs also provides work supports, such as assistance with child care, transportation and ancillary costs, in addition to mental health treatment and substance abuse counseling services.

A. DELIVERY SYSTEM

GAIN was administered by county welfare departments (CWD's), under state-level policy direction from the Department of Social Services. The CWD's could provide the services directly or through existing resources, such as community colleges, regional occupational centers and programs, etc. or through contracts with a variety of agencies. Vocational training and education were routinely provided by a provider other than the CWD.

B. PARTICIPANT CHARACTERISTICS

California did not have a centralized database of all individual GAIN program participants. All participant data were maintained at each of the 58 county sites. There was, however, a federally-mandated statewide sample of GAIN participants. Each month, a sample of cases was selected from the counties based on a random selection process. It is important to note that participants in the GAIN sample could have included individuals who registered for GAIN, but ultimately were

determined to be exempt or deferred from GAIN participation. It is not known how many cases may be affected in this way.

Participating programs were asked to provide data to the PBA system on those participants whose date of program departure was between July 1, 1996 and June 30, 1997 (defined as the 1996-97 cohort). The sampling period for the 1996-97 GAIN sample was from July to December 1996. The GAIN data did not include program departure dates; therefore the departure date of all members of the 1996-97 GAIN cohort was administratively set in consultation with the agency as December 31, 1996. The lack of accurate information on program departure date for individuals in the GAIN cohort, and the previously noted fact that some members of the cohort may not have participated in the GAIN program, may have a significant negative effect on the results of the performance measures reported later in this chapter.

Each program included in these reports provided a data file on their participants for inclusion in the 1996-97 cohort. The individual participant records, as defined by unique Social Security Number, were examined with a series of internal and external validity checks (described in Chapter I). Some of the records that were initially submitted were removed as part of this process. The final 1996-97 GAIN program cohort is shown in the right column of **Table VI-1** below.

**TABLE VI-1
GREATER AVENUES FOR INDEPENDENCE 1996-97 COHORT**

Unique Social Security Numbers (SSNs)	SSNs Removed Due to:		Final GAIN Cohort
	Internal Checks	External Checks	
907	0	-6	901

The demographic characteristics of the 1996-97 GAIN cohort are presented in the tables on the following page. In reviewing these tables, please keep the following in mind:

- The percentages may not add exactly to 100 due to the suppression of results based on four or fewer, including zero, records (as indicated by asterisks **) for confidentiality reasons.
- The percentages are based on the number of participant records with data for a given demographic characteristic. Therefore subgroup sizes (n) vary slightly among tables.
- Age was calculated from the reported date of birth to July 1, 1996 (the beginning of the cohort).
- The PBA system defined a set of standard data elements that were desired from all participating programs. Data that were not collected by a program's data systems in 1996-97, or were not provided to the PBA system, are noted by "NOT REPORTED."

Unique Characteristics of the GAIN Cohort

The majority of individuals in the 1996-97 GAIN cohort was female (78.7 percent) and did not complete high school education (63.0 percent).

TABLE VI-2
1996-97 GAIN COHORT DEMOGRAPHIC PROFILE

AGE (n=761)		GENDER (n=901)		ETHNICITY (n=901)	
Category	Percent	Category	Percent	Category	Percent
<18	8.8	Female	78.7	Asian	7.2
18-24	23.8	Male	21.3	Black	18.9
25-39	49.7			Filipino	1.0
40-54	16.7			Hispanic	40.5
55-64	1.1			Native American	0.1
65+	*,*			White	31.0
				Other	0.1

DISABILITY STATUS		ECONOMICALLY DISADVANTAGED (n=901)		DISLOCATED WORKER	
Category	Percent	Category	Percent	Category	Percent
Yes	DATA NOT REPORTED	Yes	100.0	Yes	DATA NOT REPORTED
No		No	0.0	No	

DISPLACED HOMEMAKER		VETERAN		BASIC SKILLS DEFICIENT	
Category	Percent	Category	Percent	Category	Percent
Yes	DATA NOT REPORTED	Yes	DATA NOT REPORTED	Yes	DATA NOT REPORTED
No		No		No	

LIMITED ENGLISH PROFICIENCY		PRIOR EDUCATION ATTAINMENT (n=901)		NON-TRADITIONAL TRAINING	
Category	Percent	Category	Percent	Category	Percent
Yes	DATA NOT REPORTED	<High School	63.0	Yes	DATA NOT REPORTED
No		High School	32.4	No	
		Graduate			
		13-15 Yrs	4.1		
		Asso. Degree	*,*		
		16 or more Yrs	*,*		

C. TRAINING/SERVICES PROVIDED

The GAIN data provided contained information on the types of services received by the cohort. There was no information regarding the occupational training provided, if any. As shown in **Table VI-3**, the majority (61.2 percent) of the GAIN cohort received job search/job placement services.

TABLE VI-3
TYPE OF SERVICES PROVIDED TO THE 1996-97 GAIN COHORT

TYPE OF SERVICE	Number of Participants	Percent
Job Search/ Job Placement	521	61.2
Basic Skills/Employment	248	29.1
On-the-Job Training/Work Experience	42	4.9
Other Skills Training	41	4.9

D. PERFORMANCE MEASURES

This section presents the program-wide summary of the 1996-97 GAIN cohort for each of the performance measures adopted by the PBA Committee. These measures are summarized in Chapter I and are described in detail in Appendix A.

EMPLOYMENT RATE MEASURES

There are two measures of employment rate presented in this second year report:

- Measure 1 Employment Rate: First Year After Program Participation, which is the found employed rate in the first year after program participation; and,
- Measure 2 Employment Rate: Second Year After Program Participation, which is the found employed rate for prior year's cohorts in their second year after program participation.

Measure 1 Employment Rate: First Year After Program Participation

Of the 1996-97 GAIN cohort, 57.9 percent were found in California UI-covered employment the first year after program participation. As summarized in **Figure VI-1**, the employment rate in the first year after program participation for the 1996-97 GAIN cohort was comparable to the employment rate in the first year after program participation for the 1995-96 cohort (54.2 percent).

FIGURE VI-1
EMPLOYMENT RATE: FIRST YEAR AFTER PROGRAM PARTICIPATION

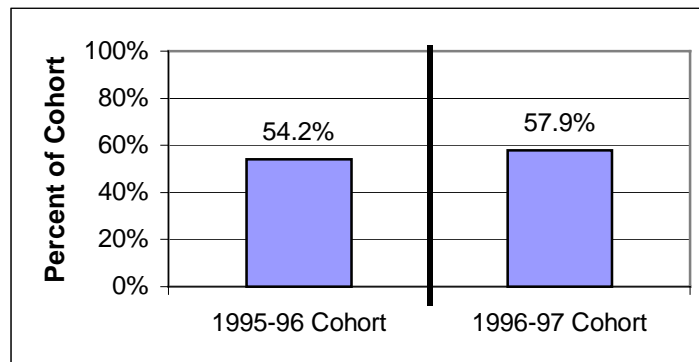


Table VI-4 presents the cumulative percent of both the current and prior year's cohorts that were found in California UI-covered employment in one, two, three, or all four quarters in the first year after program participation. In this second year of the PBA system, two additional employment databases were used to augment the found employed rate: U.S. Department of Defense's (DOD's) Active Duty Military Master File and U.S. Office of Personnel Management's (OPM's) Central Personnel Data Files. The bottom row of Table VI-4 presents the total of the 1996-97 program cohort found employed in all employment sources.

Note that in this and all subsequent tables, percentages referred to in the text or summary figures are shown in bold, and invalid cells are indicated by diagonal lines.

TABLE VI-4
MEASURE 1 EMPLOYMENT RATE: FIRST YEAR AFTER PROGRAM PARTICIPATION

Number of Quarters Found After Program Participation	1995-96 GAIN Cohort		1996-97 GAIN Cohort	
	Number	Percent of Program Cohort	Number	Percent of Program Cohort
Four quarters (all four quarters after program participation)	322	19.4%	154	17.1%
Three quarters (any three of four quarters after program participation)	171	10.3	151	16.8
Two quarters (any two of four quarters after program participation)	185	11.2	123	13.7
One quarter (any one of four quarters after program participation)	220	13.3	94	10.4
EMPLOYED IN CA UI-COVERED EMPLOYMENT¹	898	54.2%	522	57.9%
TOTAL FOUND IN ALL EMPLOYMENT SOURCES			523	58.0%

¹ The California Unemployment Insurance (UI) and Base Wage databases do not include federal employees, self-employed individuals, certain public officials, some family and household domestic workers, workers while on strike, or persons not in the workforce.

Table VI-5 presents the percent of the 1996-97 GAIN cohort that were found in each of the three employment sources reviewed. The percent found in both the DOD and OPM files were based on less than five participants, and therefore are suppressed. Note that an individual participant could be found in more than one database, so that the numbers in this table could represent a duplicative count.

**TABLE VI-5
PERCENT FOUND IN EACH EMPLOYMENT SOURCE THE FIRST YEAR AFTER
PROGRAM PARTICIPATION
1996-97 GAIN COHORT**

Source of Employment Data	Number of Participants	Percent of Total
California Employment Development Department-Base Wage Files	523	57.9
U.S. Department of Defense - Active Duty Military	**	.*
U.S. Office of Personnel Management	**	.*

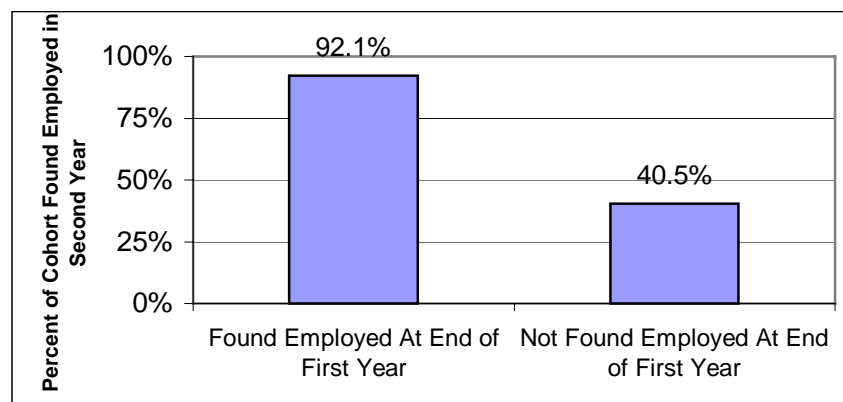
Measure 2 Employment Rate: Second Year After Program Participation

For this second year of the PBA system, Measure 2 Employment Rate examined employment in the second year after program participation for the 1995-96 GAIN cohort.

The 1995-96 program cohort was divided into two groups depending on whether they were, or were not, found employed at the end of the first year after program participation (found in the fourth quarter, or +Q4). Note that the employment could be with any employer and was not restricted to the same employer as at the end of the first year.

As shown in **Figure VI-2**, the majority of the GAIN cohort (92.1 percent) who were employed at the end of the first year after their program participation continued to be employed in the second year. Of those who were not found employed at the end of the first year, 40.5 percent were found employed in the second year.

**FIGURE VI-2
EMPLOYMENT RATE: SECOND YEAR AFTER PROGRAM PARTICIPATION
1995-96 GAIN COHORT**



As shown in **Table VI-6**, of the GAIN 1995-96 cohort, 61.6 percent were found in CA UI-covered employment all or part of the second year after program participation. This represents a 7.4 percent increase in the overall found employed rate of 54.2 percent for this same cohort during the first year after program participation (shown in Table VI-4).

TABLE VI-6
MEASURE 2 EMPLOYMENT RATE: SECOND YEAR AFTER PROGRAM PARTICIPATION, 1995-96 GAIN COHORT

Status at the End of the First Year After Program Participation (+Q4)		Second Year After Program Participation							
Status	Number of Participants	Found Employed All 4 Quarters		Found Employed Less Than 4 Quarters		Found Employed in Any Quarter		Not Found	
		Number	Percent	Number	Percent	Number	Percent	Number	Percent
Found Employed	679	414	61.0%	211	31.1%	625	92.1%	54	8.0%
Not Found Employed	979	92	9.4%	304	31.1%	396	40.5%	583	59.6%
Total	1,658	506	30.5%	515	31.1%	1,021	61.6%	637	38.4%

EARNINGS MEASURES

There are two measures of earnings:

- Measure 3 Earnings: Before and First Year After Program Participation, which examines the change in earnings from the year before program participation to the first year after program participation; and,
- Measure 4 Earnings: First and Second Year After Program Participation, which examines the earnings change from the first to the second year after program participation.

Note that all earnings in this report are adjusted to 1995 constant dollars, to permit meaningful comparisons from before to after program participation.

Measure 3 Earnings: Before and First Year After Program Participation

The operational definition of Measure 3, Earnings Before and After Program Participation, was changed between the first and second years of the PBA system. In this second year, the measure is designed to include information about all members of a cohort, both before and after program participation. This was accomplished by first dividing all members of a program cohort into one of four groups, depending on the amount of their earnings before program participation. Each of the before groups was then classified into four non-discrete (overlapping) sets, based on whether the participants were found employed and, if so, the number of quarters for which earnings were found in the first four quarters after program participation.

The four before program participation groups were:

1. Earnings Greater Than or Equal to Annual Minimum Wage Before: Individuals earning greater than or equal to the minimum wage in the year (four quarters) before program participation;
2. Earnings Less Than Annual Minimum Wage Before: Individuals earning less than full-time at minimum wage but greater than or equal to \$1 in the year (four quarters) before program participation;
3. Found in CA, Zero Earnings Before: Individuals found receiving UI, or eligible for AFDC or SSI/SSP, in the year before program participation, but with zero earnings in the year (four quarters); or,
4. Not Found in CA Before: Individuals not found in the California UI, Base Wage, or eligibility for AFDC or SSI/SSP, databases in the year (four quarters) before program participation.

The after program participation sets were:

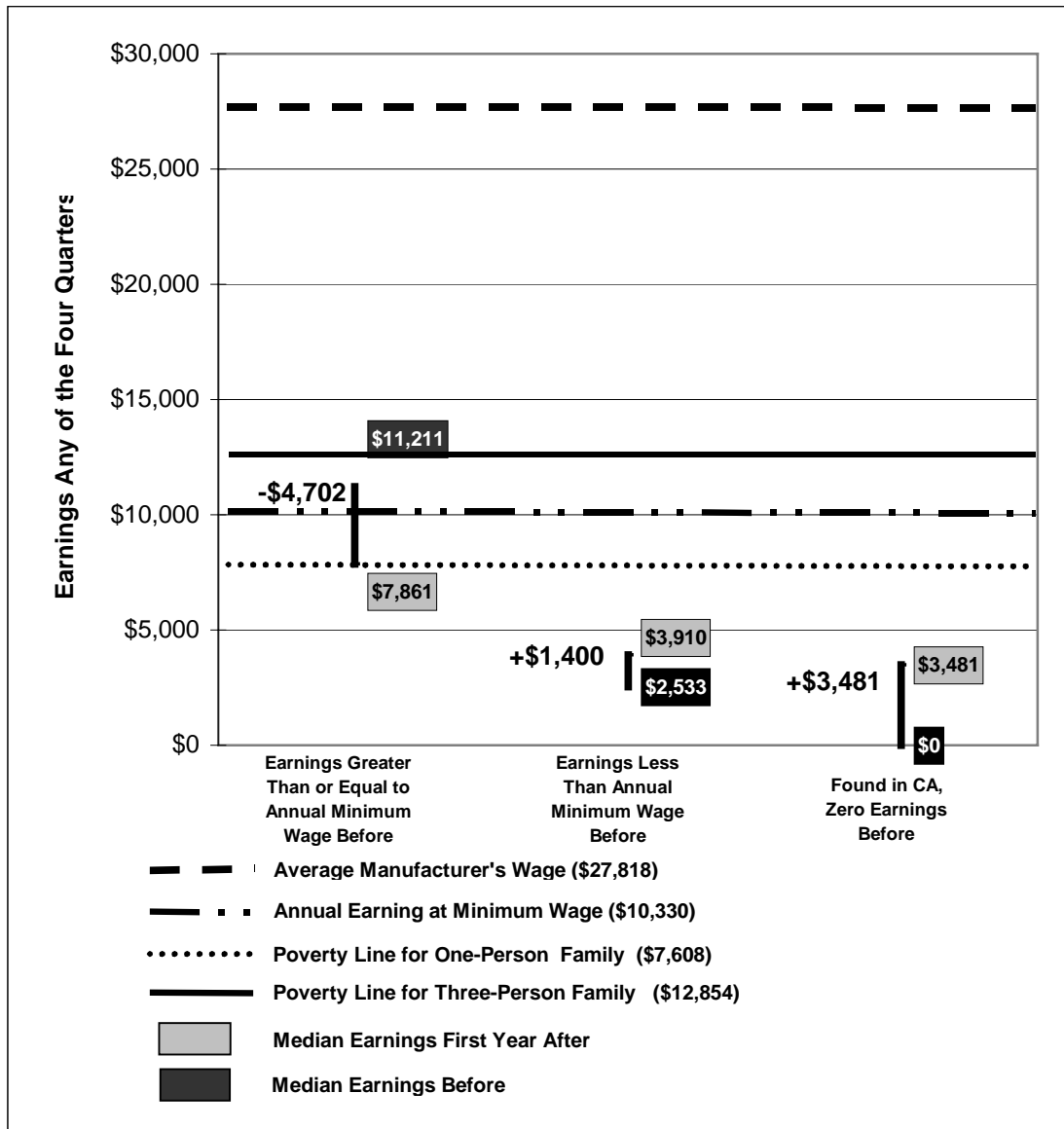
1. Earnings All Four Quarters After: Individuals with earnings greater than \$1 in each of four quarters of the first year after program participation;
2. Earnings Any of the Four Quarters After: Individuals with earnings greater than \$1 in any one, two, three or four quarters of the first year after program participation (note that this also includes the Earnings All Four Quarters After set);
3. Found in CA, Zero Earnings All Four Quarters After: Individuals with no earnings (or total earnings less than \$1 in CA Base Wage file), but found receiving UI, or eligible for AFDC, or SSI/SSP in any quarter in the first year after program participation; or,
4. Not Found in CA After: Individuals not found in the California UI, Base Wage, or eligibility for AFDC or SSI/SSP, databases in the year (four quarters) after program participation.

Figure VI-3 presents a summary of Measure 3 for the 1996-97 GAIN cohort, focusing on the change in Earnings Any of the Four Quarters from before to the first year after program participation for the following three groups:

- Earnings Greater Than or Equal to Annual Minimum Wage Before;
- Earnings Less Than Annual Minimum Wage Before; and,
- Found in CA, Zero Earnings Before.

No earnings change can be calculated for the Not Found in CA Before group.

FIGURE VI-3
MEASURE 3 EARNINGS²: BEFORE AND FIRST YEAR AFTER PROGRAM
PARTICIPATION
1996-97 GAIN COHORT



² All earnings are annual and are adjusted to 1995 constant dollars to provide comparison across years, using California Department of Finance Consumer Price Index.

The Earnings Any of the Four Quarters After are presented benchmarked against four comparison earnings rates (described in Appendix A, Technical Appendices):

- Average annual wages for total manufacturing in California;
- California's minimum wage annual equivalent;
- The federal poverty guideline for a three-person family; and,
- The federal poverty guideline for a one-person family.

Measure 3 Earnings results are presented in two separate sets of tables. **Table VI-7** presents the earnings for all four before program participation groups, and for the following three after program participation sets:

- Earnings Any of the Four Quarters After;
- Found in CA, Zero Earnings All Four Quarters After; and,
- Not Found in CA After.

Table VI-8 presents the GAIN cohort's earnings for all four before program participation groups, and for the Earnings All Four Quarters After set only. The reason for presenting these after measures on separate tables is that the full cohort is found in the first three sets, while the Earnings All Four Quarters After set is a subset of the Earnings Any of the Four Quarters After set.

Table VI-7 shows that of the 1996-97 GAIN cohort, 4.6 percent had earnings greater than or equal to the minimum wage, and 30.6 percent had earnings less than minimum wage before program participation. The largest segment of the GAIN cohort, 53.6 percent, was found in CA with zero earnings before program participation. These participants who had zero earnings before program participation had a median earnings gain of \$3,481 the first year after program participation.

TABLE VI-7
MEASURE 3 EARNINGS³: BEFORE, AND FIRST YEAR AFTER, PROGRAM PARTICIPATION
1996-97 GAIN COHORT

BEFORE PROGRAM PARTICIPATION GROUP	GAIN COHORT		FIRST YEAR AFTER PROGRAM PARTICIPATION SETS									
			Earnings Any of the Four Quarters				Found in CA, Zero Earnings all Four Quarters				Not Found in CA	
	Number	Percent	Number	Median Earnings Before	Median Earnings First Year After	Median Change	Number	Median Earnings Before	Median Earnings First Year After	Median Change	Number	Median Earnings Before
Earnings Greater Than or Equal to Annual Minimum Wage	41	4.6%	37	\$11,211	\$7,861	-\$4,702	**	\$**	\$**	\$**	**	\$**
Earnings Less than Annual Minimum Wage	276	30.6%	208	\$2,533	\$3,910	\$1,400	65	\$888	\$0	-\$888	**	\$**
Found in CA, Zero Earnings	483	53.6%	224	\$0	\$3,481	\$3,481	250	\$0	\$0		9	\$0
Not Found in CA	101	11.2%	53		\$3,156		42		\$0		6	
TOTAL:	901		522				**				**	
COMPARISON (ANNUAL) EARNING RATES												
Average Manufacturer's Wage ⁴			\$27,818									
Minimum Wage ⁵			\$10,330									
Poverty Line (Three-person family) ⁶			\$12,854									
Poverty Line (One-person family) ⁷			\$7,608									

³ All earnings are annual and are adjusted to 1995 constant dollars to permit comparisons across years, using California Department of Finance Consumer Price Index.

⁴ Average weekly earnings for total manufacturing in California, multiplied by 52 weeks and adjusted to 1995 constant dollars. Source: U.S. Bureau of Labor Statistics

⁵ Minimum hourly wage, multiplied by 2080 hours and adjusted to 1995 constant dollars. Source: California Department of Industrial Relations.

⁶ Federal poverty guideline for a three-person family, adjusted to 1995 constant dollars. Source: U.S. Department of Health and Human Services.

⁷ Federal poverty guideline for a one-person family, adjusted to 1995 constant dollars. Source: U.S. Department of Health and Human Services.

The change in earnings from before to after program participation was larger for the set of participants found with earnings all four quarters the first year after program participation, as might be expected. **Table VI-8** indicates that persons with earnings less than annual minimum wage before, and employed all four quarters after program participation, had a median earnings increase of \$6,140. Persons who had earnings less than annual minimum wage before, but earnings any of the four quarters after program participation, had a median earnings increase of \$1,400 (Table VI-7).

TABLE VI-8
MEASURE 3 EARNINGS⁸: BEFORE AND FIRST YEAR AFTER PROGRAM
PARTICIPATION
FOR EARNINGS ALL FOUR QUARTERS AFTER SET ONLY
1996-97 GAIN COHORT

BEFORE PROGRAM PARTICIPATION GROUP	EARNINGS ALL FOUR QUARTERS AFTER PROGRAM PARTICIPATION			
	Number	Median Earnings Before	Median Earnings After	Median Change
Earnings Greater Than or Equal to Annual Minimum Wage	16	\$10,867	\$15,116	\$817
Earnings Less than Annual Minimum Wage	77	\$3,145	\$8,312	\$6,140
Found in CA, Zero Earnings	49	\$0	\$7,621	\$7,621
Not Found in CA	12		\$8,090	
COMPARISON EARNING RATES				
Average Manufacturer's Wage ⁹			\$27,818	
Minimum Wage ¹⁰			\$10,330	
Poverty Line (Three-person family) ¹¹			\$12,854	
Poverty Line (One-person family) ¹²			\$7,608	

⁸ All earnings are annual and are adjusted to 1995 constant dollars to provide comparison across years, using California Department of Finance Consumer Price Index.

⁹ Average weekly earnings for total manufacturing in California, multiplied by 52 weeks and adjusted to 1995 constant dollars. Source: U.S. Bureau of Labor Statistics

¹⁰ Minimum hourly wage, multiplied by 2080 hours and adjusted to 1995 constant dollars. Source: California Department of Industrial Relations.

¹¹ Federal poverty guideline for a three-person family, adjusted to 1995 constant dollars. Source: U.S. Department of Health and Human Services.

¹² Federal poverty guideline for a one-person family, adjusted to 1995 constant dollars. Source: U.S. Department of Health and Human Services.

Measure 4 Earnings: First and Second Year After Program Participation

For this second year of the PBA system, Measure 4 examined earnings change from the first to the second year after program participation for the 1995-96 cohort.

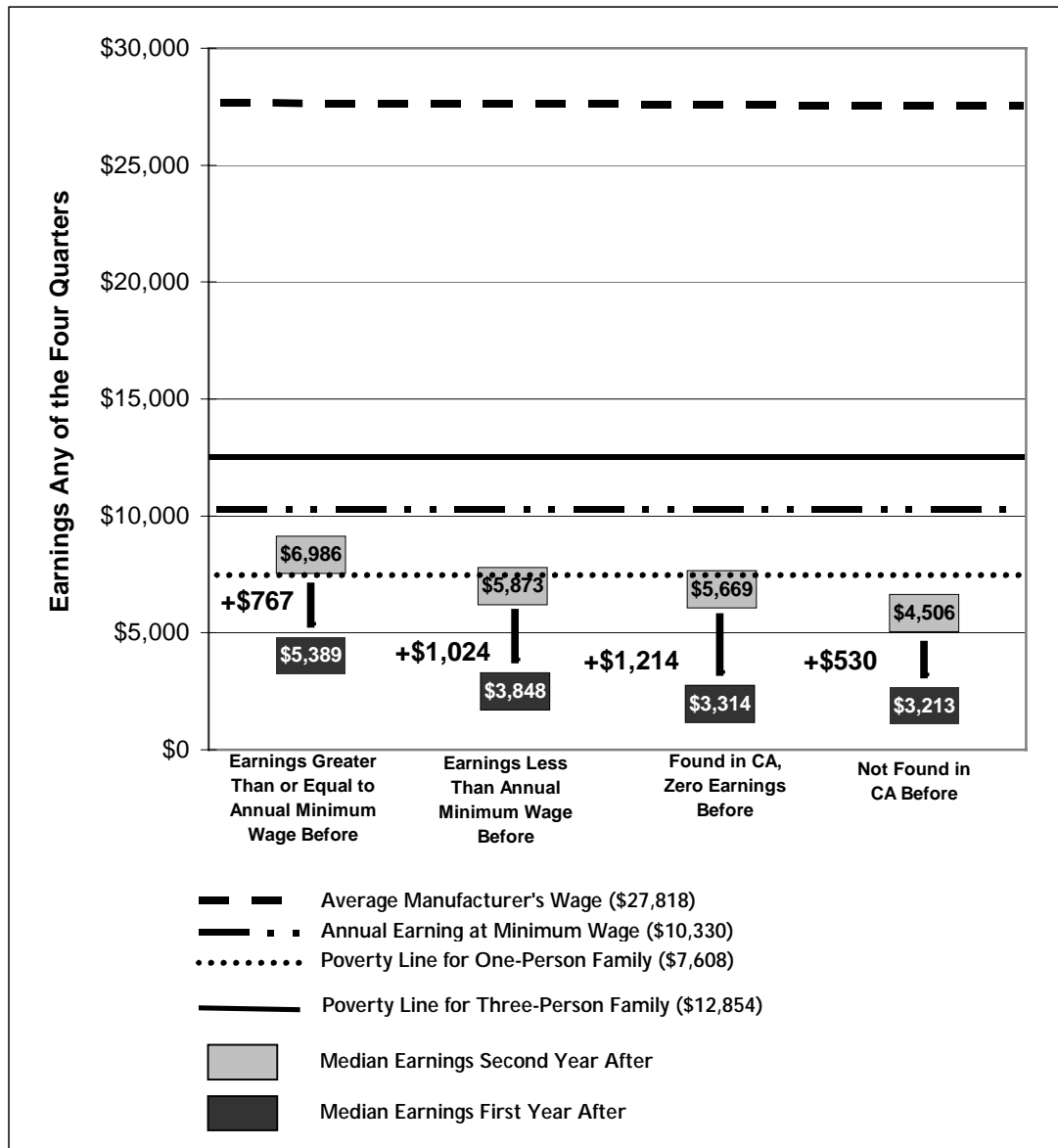
As was defined earlier in the Measure 3 discussion, the entire 1995-96 cohort was divided into four before program participation groups (based on labor market experience and found status), and four after program participation sets. Measure 4 was based on the change in earnings from the first year after program participation (+Q1 through +Q4) to the second year after program participation (+Q5 through +Q8).

Figure VI-4 presents a summary of Measure 4 for the GAIN cohort, focusing on the change in Earnings Any of the Four Quarters from the first year to the second year after program participation for the following four sets:

- Earnings Greater Than or Equal to Annual Minimum Wage Before;
- Earnings Less Than Annual Minimum Wage Before;
- Found in CA, Zero Earnings Before; and,
- Not Found in CA Before.

As shown, the GAIN cohort generally earned more in the second year after program participation, as evidenced by the positive median change in earnings from the First Year After to the Second Year After.

FIGURE VI-4
MEASURE 4 EARNINGS¹³: FIRST AND SECOND YEAR AFTER PROGRAM
PARTICIPATION
1995-96 GAIN COHORT



¹³ All earnings are annual and are adjusted to 1995 constant dollars to provide comparison across years, using California Department of Finance Consumer Price Index.

Similar to Measure 3, Measure 4 Earnings results are presented in two sets of tables. **Table VI-9** presents the median earnings before program participation, as well as the median earnings in the first and second years after program participation for all four before program participation groups, and for the following three after program participation sets:

- Earnings Any of the Four Quarters After;
- Found in CA, Zero Earnings All Four Quarters After; and,
- Not Found in CA After.

Table VI-10 presents the GAIN cohort's earnings for all four before program participation groups, and for the Earnings All Four Quarters After set only. The reason for presenting these after measures on separate tables is that the full program cohort is found in the first three sets, while the Earnings All Four Quarters After set is a subset of the Earnings Any of the Four Quarters After set.

As shown in **Table VI-9**, for those members of the GAIN cohort who were found with Earnings Any of the Four Quarters, the median change in earnings from the first to the second year after program participation ranged from \$530 to \$1,214.

TABLE VI-9
MEASURE 4 EARNINGS¹⁴: FIRST TO SECOND YEAR AFTER PROGRAM PARTICIPATION
1995-96 GAIN COHORT

BEFORE PROGRAM PARTICIPATION GROUP	GAIN COHORT		FIRST YEAR AFTER PROGRAM PARTICIPATION SETS												
			Earnings Any of the Four Quarters					Found in CA, Zero Earnings all Four Quarters					Not Found in CA		
	Number	Percent	Number	Median Earnings Before	Median Earnings First Year After	Median Earnings Second Year After	Median Change Second to First Year	Number	Median Earnings Before	Median Earnings First Year After	Median Earnings Second Year After	Median Change Second to First Year	Number	Median Earnings Before	Median Earnings Second Year After
Earnings Greater Than or Equal to Annual Minimum Wage	50	3.0%	44	\$11,847	\$5,389	\$6,986	\$767	6	\$14,553	\$0	\$0		**	\$**	\$**
Earnings Less than Annual Minimum Wage	407	24.5%	300	\$1,485	\$3,848	\$5,873	\$1,024	102	\$1,075	\$0	\$80		5	\$425	\$0
Found in CA, Zero Earnings	886	53.4%	406	\$0	\$3,314	\$5,669	\$1,214	462			\$0		18		\$0
Not Found in CA	315	19.0%	148		\$3,213	\$4,506	\$530	144			\$0		23		\$0
TOTAL:	1,658		898					714					**		
COMPARISON EARNING RATES															
First Year After (1996-97)								Second Year After (1997-98)							
Average Manufacturer's Wage ¹⁵								\$27,305							
Minimum Wage ¹⁶								\$9,744							
Poverty Line (Three-person family) ¹⁷								\$12,801							
Poverty Line (One-person family) ¹⁸								\$7,633							

¹⁴ All earnings are annual and adjusted to 1995 constant dollars to provide comparison across years, using California Department of Finance Consumer Price Index.

¹⁵ Average weekly earnings for total manufacturing in California, multiplied by 52 weeks and adjusted to 1995 constant dollars. Source: U.S. Bureau of Labor Statistics

¹⁶ Minimum hourly wage, multiplied by 2080 hours and adjusted to 1995 constant dollars. Source: California Department of Industrial Relations.

¹⁷ Federal poverty guideline for a three-person family, adjusted to 1995 constant dollars. Source: U.S. Department of Health and Human Services.

¹⁸ Federal poverty guideline for a one-person family, adjusted to 1995 constant dollars. Source: U.S. Department of Health and Human Services.

Participants who were found with Earnings All Four Quarters both the first and the second year after program participation had a median change in earnings that ranged from a *decline* of \$729 to an increase of \$1,118 (**Table VI-10**).

TABLE VI-10
MEASURE 4 EARNINGS¹⁹: FIRST AND SECOND YEAR AFTER PROGRAM
PARTICIPATION
FOR EARNINGS ALL FOUR QUARTERS AFTER SET ONLY
1995-96 GAIN COHORT

BEFORE PROGRAM PARTICIPATION GROUP	EARNINGS ALL FOUR QUARTERS FIRST YEAR AFTER PROGRAM PARTICIPATION SET				
	Number	Median Earnings Before	Median Earnings First Year After	Median Earnings Second Year After	Median Change Second to First Year
Earnings Greater Than or Equal to Annual Minimum Wage	17	\$10,898	\$15,374	\$13,820	-\$729
Earnings Less than Annual Minimum Wage	116	\$2,023	\$8,680	\$9,273	\$1,118
Found in CA, Zero Earnings	139	\$0	\$7,694	\$8,668	\$737
Not Found in CA	50		\$6,253	\$7,043	\$641
COMPARISON EARNING RATES					
	First Year After (1996-97)		Second Year After (1997-98)		
Average Manufacturer's Wage ²⁰	\$27,305		\$27,818		
Minimum Wage ²¹	\$9,744		\$10,330		
Poverty Line (Three-person family) ²²	\$12,801		\$12,854		
Poverty Line (One-person family) ²³	\$7,633		\$7,608		

Measure 5: Change in Unemployment Insurance (UI) Status

The purpose of this measure was to examine the impact of workforce preparation programs on persons who were receiving California Unemployment Insurance (UI) before program participation. In this report, the GAIN cohort was divided into two before program participation groups and two after program participation groups. Both groups were defined based on whether they had or had not received CA UI payments at any time in the year before or after program participation.

¹⁹ All earnings are annual and adjusted to 1995 constant dollars to provide comparison across years, using California Department of Finance Consumer Price Index.

²⁰ Average weekly earnings for total manufacturing in California, multiplied by 52 weeks and adjusted to 1995 constant dollars. Source: U.S. Bureau of Labor Statistics

²¹ Minimum hourly wage, multiplied by 2080 hours and adjusted to 1995 constant dollars. Source: California Department of Industrial Relations.

²² Federal poverty guideline for a three-person family, adjusted to 1995 constant dollars. Source: U.S. Department of Health and Human Services.

²³ Federal poverty guideline for a one-person family, adjusted to 1995 constant dollars. Source: U.S. Department of Health and Human Services.

Figure VI-5 and **Table VI-11** illustrate that there was almost no change in the proportion of total members of the GAIN cohort receiving California UI after program participation (9.4 percent) than were receiving California UI before program participation (9.7 percent).

FIGURE VI-5
MEASURE 5: CHANGE IN UI STATUS
BEFORE AND FIRST YEAR AFTER PROGRAM PARTICIPATION
1996-97 GAIN COHORT

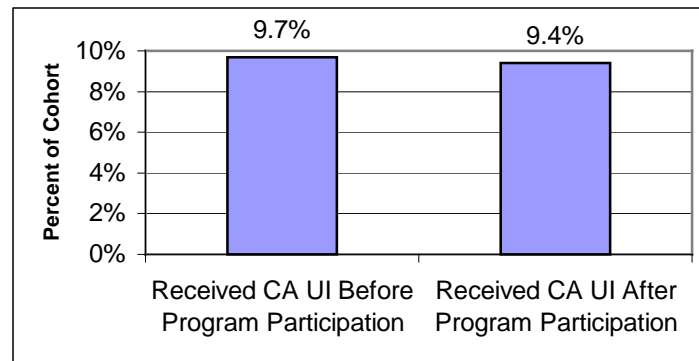


TABLE VI-11
MEASURE 5: CHANGE IN UI STATUS
1996-97 GAIN COHORT

BEFORE PROGRAM PARTICIPATION STATUS			AFTER PROGRAM PARTICIPATION STATUS			
			Received CA UI		Did Not Receive CA UI	
	Number	Percent	Number	Percent	Number	Percent
Received CA UI	87	9.7%	31	35.6%	56	64.4%
Did Not Receive CA UI	814	90.3%	54	6.6%	760	93.4%
Total	901		85	9.4%	816	90.6%

Table VI-12 shows that for the 31 members of the GAIN cohort who received California UI both before and after program participation, there was a reduction of 3.8 in the annual average number of weeks of California UI received.

TABLE VI-12
MEASURE 5: CHANGE IN WEEKS OF UI RECEIVED
BEFORE AND AFTER PROGRAM PARTICIPATION²⁴
1996-97 GAIN COHORT

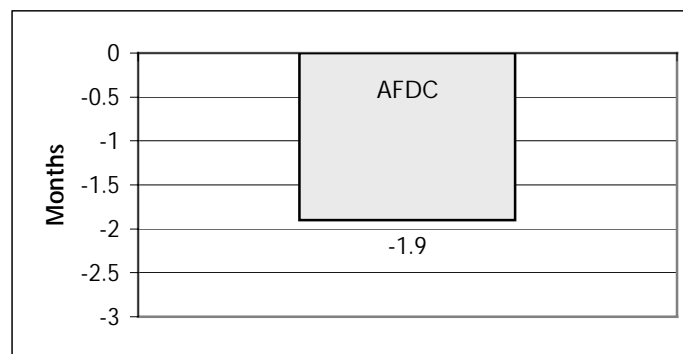
BEFORE PROGRAM PARTICIPATION STATUS		RECEIVED CA UI AFTER PROGRAM PARTICIPATION	Change in Annual Average Number of Weeks of CA UI
	Annual Average Number of Weeks of CA UI	Annual Average Number of Weeks of CA UI	
Received CA UI	17.5	13.7	-3.8
Did Not Receive CA UI	0.0	11.9	+11.9

Measure 6: Change in Status from Tax Receiver to Tax Payer

This measure was calculated for those members of the GAIN cohort who received Aid to Families with Dependent Children (AFDC), or Supplemental Security Income/State Supplementary Payments (SSI/SSP), in the 12 months before program participation.

Figure VI-6 summarizes the change in number of months of AFDC from before to the first year after program participation for the 1996-97 GAIN cohort. There were too few members of the GAIN cohort who received SSI/SSP to report results.

FIGURE VI- 6
MEASURE 6: CHANGE IN MONTHS OF BENEFITS RECEIVED BEFORE AND
FIRST YEAR AFTER PROGRAM PARTICIPATION
1996-97 GAIN COHORT



²⁴ The California Unemployment Insurance (UI) and Base Wage databases do not include federal employees, self-employed individuals, certain public officials, some family and household domestic workers, workers while on strike, or persons not in the workforce.

Table VI-13 presents a comparison of the change in AFDC and SSI/SSP in first year after program participation for the 1996-97 and 1995-96 GAIN cohorts. For both cohorts, there was a reduction in the number of months of AFDC after program participation. There were fewer than five GAIN participants receiving Supplemental Security Income/State Supplementary Payments (SSI/SSP) in the twelve months before program participation; in accordance with the rules of data suppression, no results are reported.

TABLE VI-13
MEASURE 6: AVERAGE MONTHS OF RECEIVING PUBLIC BENEFITS
BEFORE AND AFTER PROGRAM PARTICIPATION

Months	1995-96 GAIN Cohort		1996-97 GAIN Cohort	
	AFDC (n=1,206)	SSI/SSP (n=**)	AFDC (n=712)	SSI/SSP (n=**)
Average Months Receiving Benefit Before Program Participation	10.2	**	10.2	**
Average Months Receiving Benefit After Program Participation	9.6	**	8.3	**
Change in Annual Average Months	-0.6	**	-1.9	**

E. DETAILED TABLES

On the following pages are the detailed summary tables of the performance measures for each of the population subgroups submitted by the GAIN program. The standard data tables are presented in the following order:

1996-97 GAIN Cohort: Measures 1, 3, 5, and 6

1995-96 GAIN Cohort: Measures 2 and 4

Accompanying this report are detailed tables of the performance measures for the GAIN program cohort by demographic characteristic. All GAIN data are reported at the state agency level only, since there were no reporting districts or other sub-state organization identified.

These detailed tables may be accessed on California's Workforce Investment website:

www.calwia.org.

Please note that in the computer generated tables, asterisks (**) are used to denote suppressed data when there were four, three, two, one or zero employment data points in a given cell.

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